

# Life in Congress:

### Aligning Work and Life in the U.S. House and Senate

A Joint Research Report by the Congressional Management Foundation and the Society for Human Resource Management





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#### About the Congressional Management Foundation

Founded in 1977, the Congressional Management Foundation (CMF) is a 501(c)(3) nonpartisan nonprofit dedicated to helping Congress and its Members meet the evolving needs and expectations of an engaged and informed 21st century citizenry. CMF's work focuses on improving congressional operations and enhancing citizen engagement through research, publications, training, and management services. For more information, visit http://CongressFoundation.org.

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#### About SHRM

The Society for Human Resource Management (SHRM) is the world's largest association devoted to human resource management. Representing more than 250,000 members in over 140 countries, the Society serves the needs of HR professionals and advances the interests of the HR profession. Founded in 1948, SHRM has more than 575 affiliated chapters within the United States and subsidiary offices in China and India. Visit SHRM Online at www.shrm.org.

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### **About this Research Project**

#### Introducing the "Life in Congress" Report Series

Most Americans don't look at Congress as a workplace environment and usually are mystified by what Members of Congress and their employees actually do on a daily basis. There is almost no reporting outside of Washington of congressional staff activity, and what is portrayed in fictional media about the work world of Members of Congress is usually hyperbolic, negative, and inaccurate. And yet, there are tangible benefits to Capitol Hill employees, legislators, and the public at large if Congress can improve its effectiveness and efficiency by addressing workplace issues.

This is why the Congressional Management Foundation (CMF) and the Society for Human Resource Management (SHRM) undertook this "Life in Congress" research series. First, for Members of Congress, senior managers and their staff, we sought to identify the factors that motivate employees in the Washington, D.C., and district/state offices. By determining what staff members feel is most important to their job satisfaction and engagement, we can offer guidance to improve congressional operations. This could help managers identify ways to retain top talent longer, reduce the burden of having to constantly hire and train employees, and enhance services provided to constituents.

Second, we sought to shed some light on Congress as a workplace. What is it like to work for a Member of Congress? What it is like to be a Member of Congress? How does Congress, as a workplace, compare to the private sector? In our experience, the inner workings of individual congressional offices, as well as the job duties of Members and their staff, are typically misunderstood. This project attempts to offer insight into the challenges faced by congressional staff and Members. As such, this research is a novel approach to examining work-life and workplace satisfaction issues in the U.S. Congress. To achieve these objectives, CMF and SHRM surveyed a random sample of Members of the House of Representatives and surveyed all House and Senate personal office staff. More than 1,400 staff members and 25 Members of Congress participated in the research. The resulting data is being published in three reports. This report, "Life in Congress: Aligning Work and Life in the U.S. House and Senate," focuses on the work-life issues of House and Senate staff. It offers an inside look at the workloads of staff and their struggles in managing the multiple demands of work, family, and personal responsibilities. The second report, planned for early 2013, will focus on the job of Members of the House of Representatives from the legislator's perspective. It will offer the first view of the challenges lawmakers face in managing the demands of constituents, interacting with colleagues, overseeing a staff, and still having a home life. The third report, planned for March 2013, will reveal the job satisfaction of House and Senate staff and what they value most about their workplace.

In some respects, life in Congress is similar to other workplaces. Every congressional office operates likes an independent small business, with each of the 535 Members and six Delegates setting his or her own HR policies and employment practices. As with any workforce, employees commute to work, drop their kids at child care, pay their bills, visit their elderly parents, and occasionally have dinner with their loved ones. Unlike many other workforces, duties consist of locating lost Social Security checks for seniors, writing speeches heard by thousands, meeting with heads of state from other nations, and drafting public policy that could affect millions of people. On top of that, they face grueling hours, demanding and often frustrated constituents, and the occasional terrorist threat.

Members of Congress and their staffs face unique pressures. Congress, as an institution, is not held in high esteem in our society. Whereas in the past, stating one worked as Legislative Assistant or even Staff Assistant for a Member of the House of Representatives was a point of honor in any community; now it is often a point of contention at Thanksgiving dinner back home. Respondents to our survey volunteered that this additional layer of stress contributes to the challenges of their jobs.

The authors of this research thought such an unusual workplace, combined with the crucial role legislators and staff play in our democratic process, was worthy of study and support. We hope this research achieves both, offering citizens a better understanding of their democratic institutions, and providing Congress some guidance for improving the effectiveness, efficiency, and morale in their operations. Every congressional office operates likes an **independent small business**, with each of the 535 Members and six Delegates setting his or her own **HR policies** and **employment practices**.

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### **Executive Summary**

The Congressional Management Foundation (CMF) and the Society for Human Resource Management (SHRM) partnered to conduct a study about working in Congress. "Life in Congress: Aligning Work and Life in the U.S. House and Senate," focuses on how House and Senate staff manage work and life issues and is based on a survey of more than 1,400 congressional staff. It offers an inside look at the workloads of congressional staff and their struggles in managing the multiple demands of work, family, and personal responsibilities.

#### **Work Schedules**

Staff in congressional offices, which average 15 full-time employees in the House and dozens in the Senate, must wrestle annually with hundreds of legislative issues, answer 25,000 (House) to millions (Senate) of constituent communications per year, arrange state-based events for 40 or more weekends per year, and liaison with every level of government. The survey results show that staff work long hours to cope with this workload. Key findings include:

- Congressional staff, both in Washington and in district and state offices, work more than 40 hours per week on average. Washington staff report that they work 53 hours per week when their chamber is in session, compared to 43 hours per week when out of session. For the district/state staff, their number of hours worked per week seems stable (45-47 hours) irrespective of whether their chamber is in session or not.
- Congressional staff were asked to assess their work hours to a comparable private-sector job. More than half (56%) of congressional staff believe that they work longer hours than their counterparts holding similar job responsibilities in the private sector.
- Despite the long hours, congressional staff display a very high level of commitment to their jobs. Almost 75% of the respondents rated "mean-

ingfulness of their job" as being very important to them, as opposed to 35% of U.S. employees who held similar beliefs.

#### Importance and Satisfaction with Work-Life Aspects of Their Job

Significant gaps in an employee's satisfaction with a particular aspect of work, and the importance he or she places on that aspect, can be a telling indicator of a need for correction and improvement. Understanding these gaps also will help in reducing the burden for managers of having to constantly hire and train employees.

- "Overall office culture" is the aspect rated as most important to congressional staff, with 79% of respondents rating it as "very important." However, only 41% were very satisfied with their office culture—a gap of 38 percentage points. In comparison, 46% of U.S. employees cited "overall corporate culture" as being very important to their job satisfaction, with 27% being very satisfied with their corporate culture.
- While more than half (55%) of congressional staffers feel that "flexibility to balance life and work issues" is very important, only one in every four (26%) is very satisfied with this flexibility—a gap of 29 percentage points.

#### **Staff Opinions about Working in Congress**

To provide greater insight into the mindset of congressional staff and their challenges, staff opinions were sought on several statements designed to gauge their level of engagement with their current job and office. Staff engagement is an important indicator of their commitment and connection to the organization's mission. Questions also sought indicators to challenges in managing work-life issues. The findings include:

- Many congressional staff feel that they do not have enough time to perform assigned tasks. When asked to respond to "I usually have enough time to get everything done," 33% disagreed. This sentiment is felt most strongly among staff in policy/legislative/research roles, with almost half (48%) reporting that they disagree with this statement.
- Not only do congressional staff question whether they have enough time to complete tasks, many also feel that the quality of their work is suffering under their workload. When asked to respond to "I have too much to do to do everything well," 28% of staff agreed with this statement.
- Given staff concerns about their workload and quality of their work product, it is not surprising that when asked to respond to whether "Job burnout is a significant problem in my office," 32% of congressional staff agreed.
- When asked to respond to "I have adequate time for my personal life," 32% of congressional staff disagreed. This sentiment is most prevalent

among Washington-based staff, with 43% of D.C. staff disagreeing with this statement and 23% of district and state staff disagreeing.

#### **Reasons for Leaving Employment**

Congressional staff were asked about several factors that might offer a significant reason for them to leave their current job or office, or to leave Congress as a workplace. Key findings include:

- "To seek better balance between work and personal life" was cited by 38% of staff as a reason for leaving Congress and 30% of staff as a reason for leaving their current job or office.
- Significant gaps between positions arose when asked for reasons why they would leave employment in Congress. For example, 55% of Washingtonbased press/communications staff cited "To seek balance between work and life" as a reason to leave Congress, compared to 27% of district- or state-based staff.

### **Congressional Staff Work-Life Results**

Staff in congressional offices, which average 15 full-time employees in the House and dozens in the Senate, must wrestle annually with an ever-increasing workload while their budgets tighten and staffing levels remain relatively stagnant. Washington-based staff must learn and advise Members on hundreds of legislative issues as well as answer high volumes of constituent communications—up to 25,000 (House) to millions (Senate) of responses per year. District- and state-based staff arrange local events for 40 or more weekends per year, and liaison with every level of government. The survey results show that congressional staff work long hours to cope with this workload.

Staff in congressional offices, which average 15 full-time employees in the House and dozens in the Senate, must wrestle annually with an **ever-increasing workload** while their **budgets tighten** and **staffing levels** remain relatively stagnant.

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#### **Work Schedules**

Congressional staff, both in Washington and in district and state offices, work more than 40 hours per week on average (see Table 1). While for the district/state staff their number of hours worked per week seems stable irrespective of whether their chamber is in session or not, the average hours of Washington-based staff increases when their chamber is in session. Washington staff report that they work 53 hours per week when their chamber is in session, compared to 43 hours per week when out of session.<sup>1</sup>

#### Table 1 | Congressional Staff Hours Worked on Average

	Washington, D.C., Staff	District/State Staff
Hours per week when your chamber is in session	53	45
Hours per week when your chamber is out of session	43	47
(n = 393-616)		

<sup>1</sup> This conforms to previous CMF research that found that 52.8% of personal office staff work 50 or more hours in a typical week. "Working in Congress: The Staff Perspective," Congressional Management Foundation, 1995.

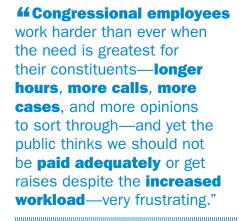
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Congressional staff were also asked if they believed they worked more, less or about the same as someone in the private sector who holds a position with highly similar responsibilities to theirs. This comparison is important as the feeling of working longer hours and receiving lesser compensation comparative to their private-sector counterparts<sup>2</sup> can lead to Congress being unable to recruit and retain top talent. However, in a testament to the high level of commitment among congressional staff, 75% of respondents rated "meaningfulness of their job" as being very important to them, as opposed to only 35% of U.S. employees.<sup>3</sup>

• More than half (56%) of congressional staff believe that they work longer hours than their counterparts holding highly similar job responsibilities in the private sector (see Figure 1).

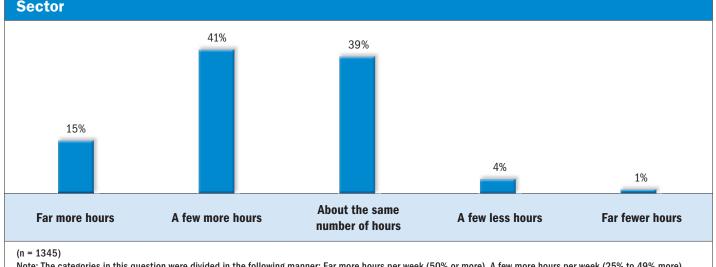
By breaking out the responses for this survey question by position category,<sup>4</sup> the following trends were noted (see Figure 2):

- A majority of respondents in policy/legislative/research (68%) roles and in press/communications (66%) roles believe they work more hours than their private-sector counterparts.
- Six out of 10 managers also feel that they work more hours per week than their private-sector counterparts.



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-House Regional Director



### Figure 1 | Congressional Staff Perception of Hours Worked per Week Compared to Private Sector

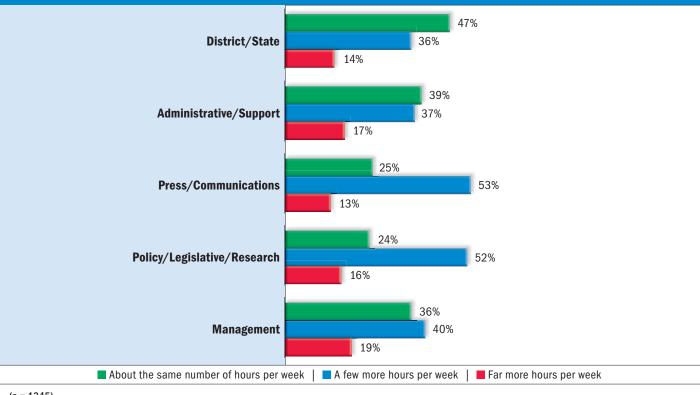
Note: The categories in this question were divided in the following manner: Far more hours per week (50% or more), A few more hours per week (25% to 49% more), About the same number of hours per week, A few less hours per week (25% to 49% less), and Far fewer hours per week (50% or less).

<sup>2</sup> "Keeping Congress Competent: Staff Pay, Turnover, And What It Means for Democracy," Sunlight Foundation, 2009. This research also conforms to previous compensation and benefits research conducted by the Congressional Management Foundation for more than 20 years.

<sup>3</sup> "2011 Employee Job Satisfaction and Engagement: Gratification and Commitment at Work in a Sluggish Economy," Society for Human Resource Management, 2011.

<sup>4</sup> In this analysis, staff positions were grouped into five categories: Management; Policy/Legislative/Research; Press/Communications; Administrative/Support; and District/State. Page 36 lists the staff positions included in each category.

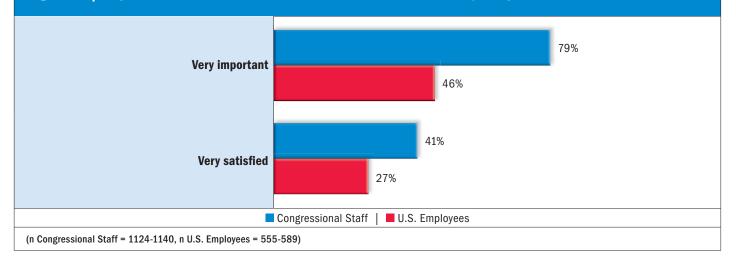




(n = 1345)

Note: Figure represents those who answered "about the same hours," "a few more hours," and "far more hours." The respondents also had the options of "a few less hours" and "far fewer hours" but the answers were less than 10% in all cases and are excluded from this analysis.

#### Figure 3 | Importance of and Satisfaction with "Overall Office/Corporate Culture"



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#### Importance and Satisfaction with Work-Life Aspects of Their Job

Congressional staffers were asked to rate various aspects of their job in terms of the importance they attach to them as well as their level of satisfaction with these aspects. This comparison has been used in previous work-life studies conducted in the private sector and offers valuable insights into employees' perceptions of the value, contribution, and enjoyment of the professional and personal aspects of their life. Significant gaps in an employee's satisfaction with a particular aspect of work, and the importance he or she places on that aspect, can be a telling indicator of a need for correction and improvement. The 11 aspects pertinent to work-life fit are discussed in this section with the following results:

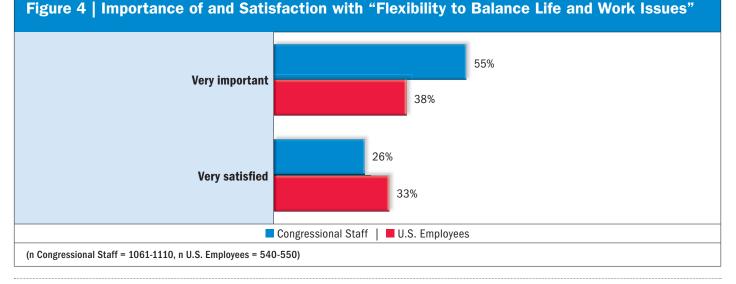
- "Overall office culture" is the aspect rated as most important to congressional staff, with 79% of respondents rating it as "very important" (see Figure 3). Despite its importance, only 41% of congressional staff respondents are very satisfied with their overall office culture a gap of 38 percentage points.
- Comparatively, only 46% of U.S. employees in a comprehensive 2011 study conducted by SHRM encompassing dozens of professions cited "overall corporate culture" as being very important to their job satisfaction, with 27% of employees being very satisfied with their corporate culture.<sup>5</sup>
- While more than half (55%) of congressional staffers feel that "flexibility to balance life and work issues" is very important, only one in every four (26%) is very satisfied with this flexibility—a gap of 29 percentage points (see Figure 4). In comparison, 38% of U.S. employees cite workplace

**44** As the primary care-giver for a toddler, I have the ability at my office to **work from home** most days. That option enables me to be a more **effective employee and parent** by allowing me **flexibility** in my work hours."

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-House Caseworker/Constituent Services Representative



<sup>5</sup> 2011 Employee Job Satisfaction and Engagement: Gratification and Commitment at Work in a Sluggish Economy," Society for Human Resource Management, 2011.

flexibility as very important to them, and 33% are very satisfied with their flexibility.

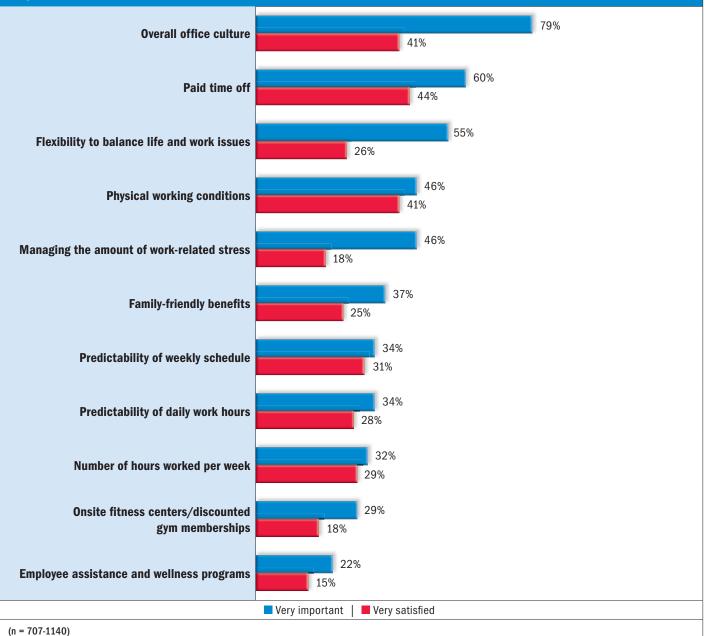
• Despite the low level of satisfaction reported for work-life flexibility, only 34% of staffers rate the "predictability of daily work hours" and "predict-ability of weekly schedule" as very important, and only 32% report that the "numbers of hours worked per week" is very important (see Figure 5).

**79% of congressional staff** rated "overall office culture" as the aspect **most important** to their job satisfaction.

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# Figure 5 | Congressional Staff's Level of Satisfaction with Work-Life Aspects They Find Most Important to Job Satisfaction



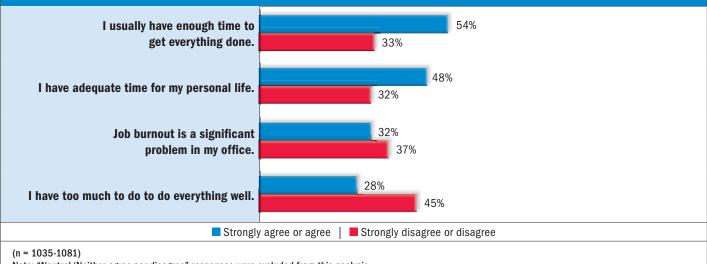
Note: Respondents were asked to rate the importance of and their satisfaction with 43 aspects of their job/workplace. Only the 11 aspects pertinent to work-life fit are shown in Figure 5.

• In terms of "managing the amount of work-related stress," almost half (46%) of congressional staff respondents feel that managing stress is very important, yet only 18% are very satisfied with their stress management— a gap of 28 percentage points.

#### **Staff Opinions about Working in Congress**

To provide greater insight into the mindset of congressional staff and the challenges faced by them, their opinions were sought on several statements designed to gauge their level of engagement with their current job and office. The statements pertinent to work-life fit, and in particular their increasing workload, are shown in Figure 6 with the following results:

- Many congressional staff feel that they do not have enough time to perform assigned tasks. When asked to respond to "I usually have enough time to get everything done," 33% disagreed with this statement.
- Not only do congressional staff question whether they have enough time to complete tasks, many also feel that the quality of their work is suffering under their workload. When asked to respond to "I have too much to do to do everything well," 28% of staff agreed.
- Given staff concerns about their workload and quality of their work product, it is not surprising that when asked to respond to whether "Job burnout is a significant problem in my office," 32% of congressional staff agreed.
- When asked to respond to "I have adequate time for my personal life," less than half (48%) of congressional staff respondents agreed with this statement and 32% disagreed.



#### Figure 6 | Congressional Staff Views on Work-Life Aspects of Working in Congress

Note: "Neutral/Neither agree nor disagree" responses were excluded from this analysis.

#### **Enough Time to Finish Work**

Congressional staff were asked their level of agreement with the statement "I usually have enough time to get everything done" to measure their opinions on their workload and performance. While most staffers agreed with this statement, those in policy/legislative/research roles were most likely to feel that they did not have enough time to complete their assigned tasks.

- When asked to respond to "I usually have enough time to get everything done," almost half (48%) of staff in policy/legislative/research roles disagreed (see Figure 7).
- Large numbers of management staff also report that they do not feel they have enough time to complete their work. Less than half (47%) of managers agreed with this statement while 41% disagreed.

#### **Adequate Time for Personal Life**

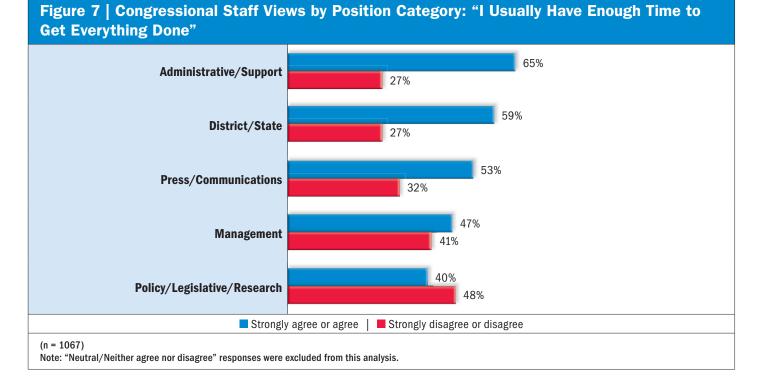
Significant disparities were reported by Washington-based staff compared to district- or state-based staff on questions related to adequate time being available for one's personal life.

• When asked to respond to, "I have adequate time for my personal life," 32% of congressional staff disagreed. This sentiment is most prevalent among Washington-based staff, with 43% of DC staff disagreeing with this statement and 23% of district and state staff disagreeing.

Not only do congressional staff question whether they have enough time to **complete tasks**, many also feel that the **quality of their work** is suffering under their workload.

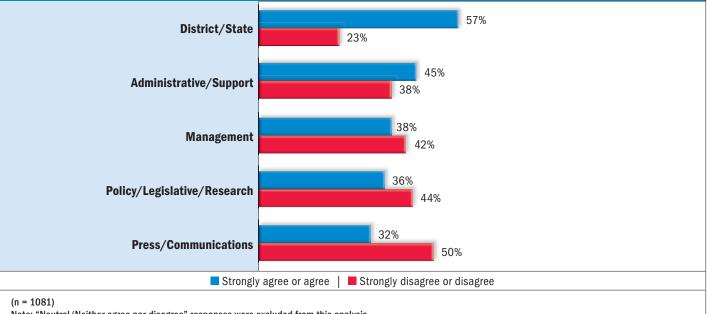
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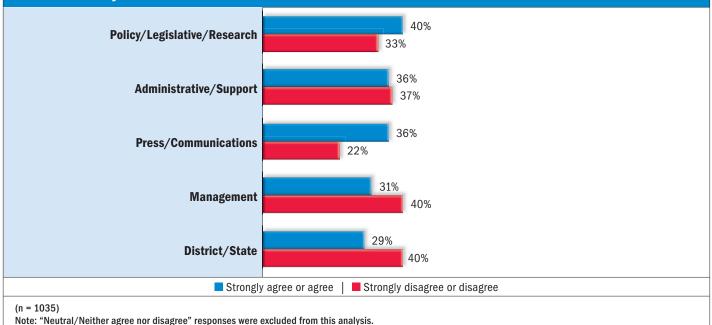
• Additionally, respondents in press/communication roles and in policy/ legislative/research roles report stronger disagreement with this statement, with 50% and 44% disagreeing, respectively.





Note: "Neutral/Neither agree nor disagree" responses were excluded from this analysis.

#### Figure 9 | Congressional Staff Views by Position Category: "Job Burnout Is a Significant **Problem in My Office**"



#### **Job Burnout Is a Significant Problem**

Many professionals report they suffer from "burnout," which is commonly defined as a prolonged exposure to stress. While some amount of stress can be good, burnout is not. Over the long term, burnout can have severe and negative impacts on employees and their productivity.

- One in every three managers agrees that "job burnout is a significant problem in my office," with slightly higher percentages of administrative/ support staff (36%), press/communication staff (36%) and policy/legislative/research staff (40%) agreeing with this statement (see Figure 9).
- Respondents in district and state positions reported the least amount of concern, with only 29% strongly agreeing or agreeing that job burnout is a significant problem in their office.

#### **Too Much To Do To Do Everything Well**

Another indicator of job satisfaction is the employees' perception of their own performance. Do they have adequate time and resources to achieve a level of success in work as defined by themselves, supervisors, and key stakeholders?

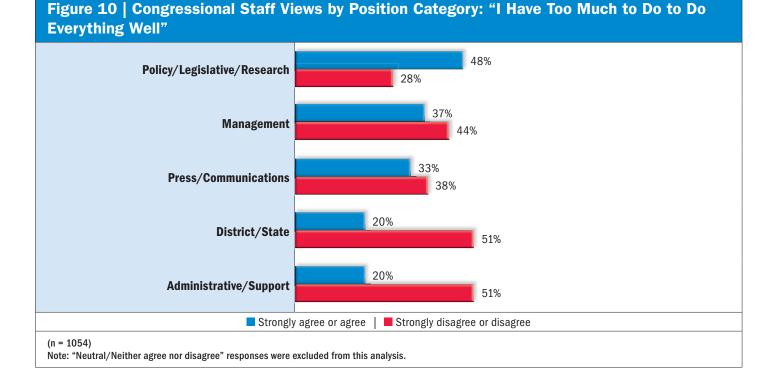
• Almost half (48%) of the policy/legislative/research staff agree that they "have too much to do to do everything well," while 37% of staff in managerial roles also agree with the same statement (see Figure 10).

**44** I have learned to **not** make plans **Tuesday–Thursday nights**, or before key legislative deadlines. It's very hard for friends/family to understand why I am expected to be at the office **if nothing is happening** ... sometimes **it's hard for me to understand** that as well."

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-Senate Legislative Director

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#### **Reasons for Leaving Employment**

In the survey, congressional staff were asked about several factors that might offer a significant reason for them to leave their current job or office, or to leave Congress altogether. While greater numbers of congressional staff considered factors such as more compensation and a lack of professional advancement as significant reasons for leaving their employment, only the five factors that relate to work-life fit are shown below. The key findings were:

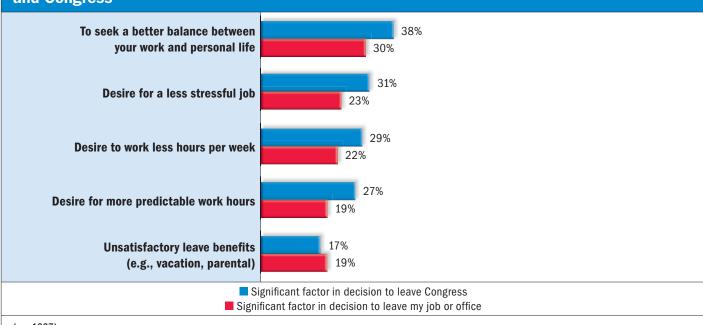
- Of the factors that relate to work-life, congressional staff cited "to seek a better balance between your work and your personal life" (30%) and the "desire for a less stressful job" (23%) as significant reasons to leave their current job or their current office.
- However, even higher numbers of respondents cite these factors as significant reasons for leaving Congress altogether, indicating that many staff believe they need to leave Congress and not just their office if they are to find a better work-life fit.

The factors related to work-life fit were also broken down by position category to determine if staff in different roles would have different considerations when deciding to leave their employment, and whether the reasons affect their decision to leave their current job or office or to leave Congress altogether.

#### 44 My biggest frustration is the lack of public support for public servants. Staffers are increasingly treated poorly by the public who don't understand our role. If my benefits were not as good as they are, I would probably work in the private sector."

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...... -House Casework Supervisor/ **Director of Constituent Services** 



#### Figure 11 | Factors Cited by Congressional Staff as Significant Reasons for Leaving Their Job and Congress

(n = 1037)

Note: Respondents were asked about 21 factors that might be considered a significant reason to leave their current job/office or leave Congress altogether. Only the five reasons pertinent to work-life fit are shown in Figure 11.

#### **Management Staff**

- Half of Capitol Hill managers (48%) would leave Congress to seek a better balance between work and personal life (see Figure 12).
- However, only 24% of managers consider a better work-life fit as the reason to leave their current office/job, indicating that staff in management positions would not expect their work-life fit to improve if they were employed in a different congressional office.

#### **Policy/Legislative/Research Staff**

- More than half (56%) of the policy/legislative/research staffers rate a better balance between work and their personal life as a significant factor in them leaving Congress (see Figure 13).
- Almost half of the staffers in the policy/legislative/research roles "desire to work less hours per week" (47%) and "desire for a less stressful job" (47%).

#### **Press/Communication Staff**

• Staffers in the press/communication roles are the most unsatisfied (highest numbers compared to all the other positions) with their current job/office in terms of the work-life fit. More than half (52%) seek a better balance between work and personal lives along with 41% who desire for a less stressful job (see Figure 14).

Half of Capitol Hill managers would leave Congress to seek a better balance between work and personal life.

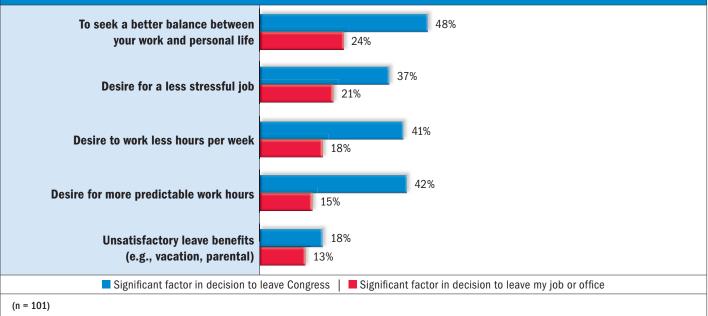
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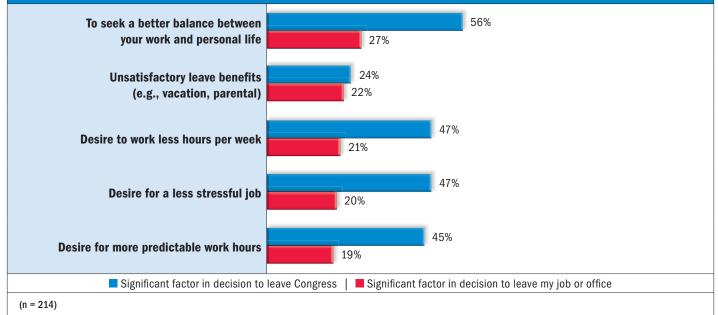
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Figure 12 | Factors Cited by Management Staff as Significant Reasons for Leaving Their Job and Congress

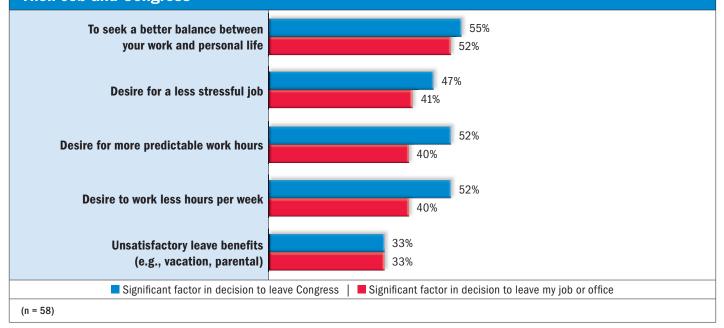


• Furthermore, press/communications staff rate seeking a better balance between work and personal lives (55%), a desire for more predictable work hours (52%), and a desire to work less hours per week (52%) as the most significant factors in their decision to leave Congress (see Figure 14).





# Figure 14 | Factors Cited by Press/Communication Staff as Significant Reasons for Leaving Their Job and Congress



#### **Administrative/Support Staff**

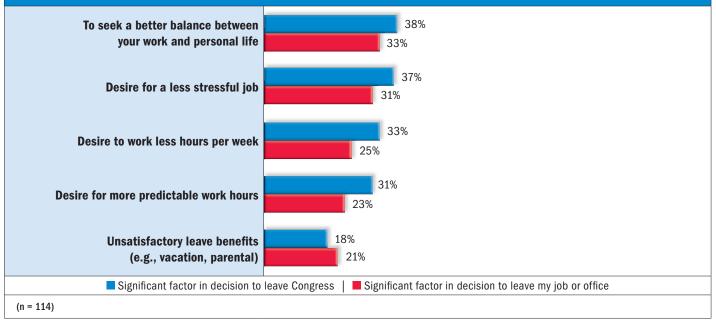
- When asked about which work-life factors were significant to them, 33% of staff in administrative/support roles identified the desire "to seek a better balance between your work and your personal life" as a reason to leave their current job or office, and 38% cited it as a reason to leave Congress altogether (see Figure 15).
- Administrative/support staff also stated that a "desire for a less stressful job" would be a significant reason to consider leaving their job/office (31%) or in leaving Congress (37%).

#### **District/State Staff**

District- and state-based staff were less likely to identify work-life fit problems or workplace stress issues than Washington-based staff. These numbers are particularly striking when compared to other position categories.

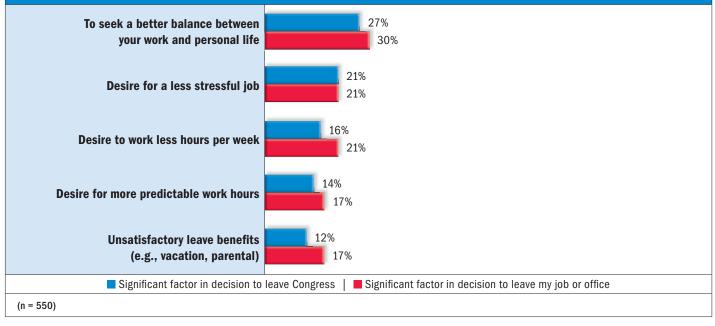
- One out of four (27%) district/state staff noted a significant reason for leaving Congress was to "seek a better balance between your work and your personal life," compared to 48% of managers, 55% of press/ communications staff, and 56% of policy/legislative/research staff (see Figure 16).
- Less than one out of four district staff (21%) noted a reason for leaving Congress was a "desire for a less stressful job," compared to 37% of managers, 47% of press/communications staff, and 47% of policy/legislative/research staff.

# Figure 15 | Factors Cited by Administrative/Support Staff as Significant Reasons for Leaving Their Job and Congress



• Finally, 14% of district/state staff noted a reason for leaving Congress was "desire for more predictable work hours," compared to 42% of managers, 52% of press/communications staff, and 45% of policy/legislative/ research staff.

# Figure 16 | Factors Cited by District/State Staff as Significant Reasons for Leaving Their Job and Congress



### Advice on Managing Work-Life Issues Private Sector Experts

### **Expert Q&A**

Patricia Kempthorne, Founder/President/CEO, Twiga Foundation, Inc.

Patricia Kempthorne has spent decades advocating for family, children, and workplace issues. She is founder of The Twiga Foundation, a nonprofit dedicated to inspiring, promoting and maintaining a family-consciousness in families, workplaces and communities. Mrs. Kempthorne is married to Dirk Kempthorne, a former mayor, senator, governor, and cabinet secretary, and has a unique perspective on the challenges facing government workers.

#### Many employees are familiar with the phrase "worklife balance" but most experts believe it is inaccurate, instead preferring terms such as "workplace flexibility" or "work-life fit." Can you explain the difference?

In the field of work-life we have steered our conversations away from promising "balance" because by definition balance indicates a state of equilibrium and neither work nor life are that predictable. We have adopted flexibility and life-fit terms to help express how important it is to recognize that what a quality work-life denotes is not a one-size-fits-all approach but a dynamic relationship between the employer and employees. This can vary by demographics, industry, organization, agency, or management style. Most importantly, work-life fit or flexibility describes when, where and how work is accomplished that meets the objectives of both the employer and employee.

#### In considering how employees find the right fit between work and home life, what are some of the unusual challenges faced by congressional staff?

Congressional staff face the same workplace challenges as their privatesector counterparts with the added pressure of always being both perceptively, literally and fiscally responsible to the American tax payer. The individuals seeking employment in the public sector are very committed to public service and value the opportunity to work in Congress. A congressional employee is also very aware that they work not only for the elected official but also a constituency of families and communities represented by that office. Working as a congressional staffer in Washington, D.C., or in the district office often includes very long hours because of the time zone differences and the need to be available for the elected official whether they are in session or in state. In either location, you may be on call because of votes, committee meetings or constituency requests that are time and media sensitive. You may need to be available when the constituents or your boss is in another time zone. The irony is that to support the office holder who espouses family values often doesn't allow the professional staffer to be home for their own families. This is when flexibility becomes so important: working together as a professional team to meet the demands of the job and remain conscious of the personal and family needs of the individuals.

# What can supervisors do to help their employees better manage work and personal life issues?

Awareness is the first step toward better management of work-life issues. Accountability and communication between the employee and supervisor built through relationship and clear expectations. One of the givens in the congressional work environment is that the workload is unpredictable at best and cannot always be anticipated because of the ever-changing range of issues and imposed deadlines. Working in congressional offices and with the dedicated individuals in the public sector it is important that the supervisors encourage each employee to take responsibility for their own work-life fit. This means finding the how, when and where work is accomplished that works for both. If the employee needs to be in the office to fulfill their responsibilities then they may need to find a way to de-stress from a long day or week by participating in after-work activities with family and friends. A supervisor can check in with the individual just to be sure this is taking place and that the employee is finding healthy release from stress. For those who represent the congressional office often out of the office or on travel, time at home or in the office to reconnect is essential to keep communication and relationships strong in both areas. A supervisor who voices the importance of both self-care and the discipline needed to fulfill work and personal responsibility will go a long way in creating a culture of successful flexibility and positive outcomes in the congressional workplace.

#### Despite regularly working more than 40 hours per week, low numbers of congressional staff rated their daily or weekly schedule or their number of hours worked as very important to them, suggesting that their dissatisfaction with workplace flexibility lie elsewhere. What are your thoughts?

Often to address the flexibility needs of a workforce, management will create a policy to outline and specify what flexibility should be in that particular office. Though this may seem efficient and proactive it may be done without asking what is really needed or desired by the employees themselves. Dedicated congressional staffers are aware that long and unpredictable hours come with the territory in a congressional office. A formal policy can help define the philosophy of the management but it is often the informal day-to-day flexibility inherent in the culture of the office that is needed to help the employee negotiate their work-life responsibilities. They are very willing to work the hours needed if they know that in an emergency or, perhaps, during a less hectic time they are able to take the time needed to manage the everyday realities of life.

# How can managers address the dissatisfaction congressional staffers have with their office culture?

Communication, communication! In the fast and furious culture of a congressional office it is often not possible to communicate with the workforce what stressors may be in effect at that moment. Managing any office is challenging. Maintaining an open communication through teams and clear lines of supervision is key to keeping a collaborative spirit in the office. Congressional staffers are daily responding to constituents who may be reacting to real-time media questions or perceptions. This creates a high level of stress while addressing the concerns and requests from the public. It is an expected function in the congressional office. Anticipating this, management must initiate this topic of discussion in the interview process with potential employees and reiterate the realities of a congressional office during team building and training opportunities. It is imperative to offer in the congressional office environment training opportunities for communication, team building, and goal setting that also include reality checks, laughter, and promoting a collaborative spirit. Once these qualities are instilled in the office culture they will be contagious.

#### How can managers address the performance concerns that congressional staffers have with having enough time to complete their work and to do it well?

Workload and quality task completion in a congressional office is a neverending challenge. Part of the feeling of overwork and performance concerns can be dissipated in a culture of flexibility. Individuals may feel more open to negotiate the time needed to complete the task and communicate or recruit assistance when needed. Peer recognition or reward for quality accomplishments and desired outcome can motivate employees to focus and manage their workloads. A clearer understanding what part their responsibilities play in the final outcome can motivate teamwork and results.

### When managers recognize the signs of burnout what is one thing they can do to help their staff?

Get ahead of it. Burnout is common in a congressional office environment. Managers can anticipate this and manage their employees accordingly. They cannot always know what will trigger a difficult and over-extended workload but they can prepare for it. To prepare for it, it is important that the manager voice support for self-care and ongoing stress management to the employees. Creating an environment with options of flexibility, resource and training opportunities, support for family and individual responsibility and an expectation that the employee will come to work rested, healthy and prepared to do their job can decrease occurrence of burnout.

### **Expert Q&A**

Meredith Persily Lamel, President, MPL Partners, LLC and Co-Founder, Working MAMA

Meredith Persily Lamel specializes in organizational consulting, leadership programs, and executive/ team coaching. As a consultant for the Congressional Management Foundation, Ms. Persily Lamel has facilitated strategic planning and organizational development for more than 50 House and Senate offices. She is also the co-founder of Working MAMA, a group coaching program for high-achieving professional moms, and serves on the faculty of American University's Kogod School of Business.

### How can managers address the dissatisfaction congressional staffers have with their office culture?

At the base of it all, Members need to want their staff to be fulfilled both personally and professionally. And there are Members who want this. These offices have different expectations for their staff; their office culture is focused on public service and gratitude, rather than one where staff is considered expendable and replaceable.

Staff also have a hand in establishing the office culture, not just Members. Staff commonly hoard information and get wrapped up in the ownership of the issue presumably to demonstrate their value. This mindset also means that if one staffer is working late, then so will others. They want to be seen as working as hard as their colleagues. If staff doesn't have a trigger to leave the office, such as needing to pick up their kids from childcare or attending a night class, they tend to stick around, even if they don't have a pressing deadline or anything on the House or Senate floor. In other offices, however, staff tend to practice more shared ownership, better knowledge management, and greater collaboration. Managers in these offices focus on solving problems and achieving goals as a team, and they don't have to reinvent the wheel because they have good systems in place.

#### Despite regularly working more than 40 hours per week, low numbers of congressional staff rated their daily or weekly schedule or their number of hours worked as very important to them, suggesting that their dissatisfaction with workplace flexibility lie elsewhere. What are your thoughts?

It's not necessarily the number of hours that congressional staff work that's the problem, it's the lack of control over those hours and the unpredictability and inefficiency of those hours that present the greater challenge to work-life fulfillment. It's one thing to work late when you're exceptionally busy or have a deadline, but it's excruciating to miss a personal event or time with your family when you're waiting on the House and Senate schedule and then nothing happens. Real resentment builds also when everyone is staying late because no one is sure what the boss is going to need; they simply know that if the boss were to call on them, they need to be there. Anything that improves predictability and gives staff more control over their schedules will improve the overall office culture. For example, why not create a schedule where one staff member is on call for the night? That person stays while others leave, and can contact the other staff as needed. It increases predictability and efficiency while being respectful of staff time.

In my view, offices haven't embraced technology enough. You are reachable on your BlackBerry, and you can do almost as much virtually on your cell and your home computer as you can in the actual office itself. Bosses that embrace technology tend to have more flexible workplace policies and greater staff retention as a result. The key is utilizing technology and embracing the flexibility that it can give your staff.

#### How can managers address the performance concerns that congressional staffers have with having enough time to complete their work and to do it well?

There will always be more work in Congress than staff hours available, so doing it all is not realistic. You have to prioritize. Managers can help by setting office goals and individual performance expectations so staffers know how they should be spending their time. Supervisors also need to manage people toward results, rather than the number of hours worked per day. Measure productivity, not hours! For example, you rarely hear that someone is less productive because they have altered their work schedule. Often times, professionals who work fewer hours are often more productive.

# When managers recognize the signs of burnout what is one thing they can do to help their staff?

People will work tremendously long hours doing stuff that they love. When projects energize them, hours don't matter as much. One mistake managers make is that they see staff working hard so they don't give them new assignments, but sometimes that's exactly what they need! A shift in responsibilities or taking on a new project can reconnect them with the reason they came to Congress in the first place. It can also give staff the chance to develop new skills and advance professionally. So one thing managers can do is to make sure that at least some part of a staffer's job plays to their strengths—something that energizes them and makes them more invested in their work and in their workplace. This helps to make up for the more tedious aspects of working in a congressional office.

# What can supervisors do to help their employees better manage work and personal life issues?

It's important for managers to initiate conversations about these issues, and to create a trusting and respectful environment where staff feel comfortable having a dialogue about them. Many working parents feel they can't discuss their concerns at work because they will be judged or penalized. Staff with children aren't the only ones facing challenges either—many staff are interested in pursuing an advanced degree, or have eldercare responsibilities, or would like to telework more often—but are uncomfortable raising the issue or don't feel their concerns will be heard or addressed.

### Advice on Managing Work-Life Issues Congressional Chiefs of Staff

### **Congressional Q&A**

Tara Oursler, Chief of Staff, Rep. C.A. Dutch Ruppersberger (D-MD)

Tara Oursler is the chief of staff to Rep. C.A. Dutch Ruppersberger (D-MD), and previously served as his district director. Ms. Oursler has worked for Rep. Ruppersberger for 18 years, including his 10 years in Congress, and is the mother of 13-year-old twins. Rep. Ruppersberger recently received the 2012 Best of Congress Award from Corporate Voices for Working Families/Working Mother Media, which recognizes lawmakers who actively promote family-friendly legislation as well as flexible workplace policies for their congressional staff.

#### Why is workplace flexibility a priority for your office?

Our number one goal in offering workplace flexibility is staff retention. We aim to hire the best and brightest. We want to keep these individuals working for our office as long as possible while providing them with meaningful opportunities for growth. Every employee is an investment and we want to make the most of our investments.

Flexibility improves employee satisfaction and gives employees more control over their lives. Providing flexibility makes staff want to work here and makes it easier for them to work here, particularly when balancing personal matters such as an illness in the family, pregnancy or attending college courses in the evening.

# What are some of the strategies or tactics your office has tried to help staff better manage their work and home life?

We offer generous paid sick, annual, and maternity/paternity leave. We also offer work-life options such as occasional telecommuting and compensatory time when appropriate. We have one staffer who is very valuable but didn't want to commute to Washington every day, so we divided her work responsibilities between the district and Capitol Hill so she can work in our local office a few days a week. We allow employees on maternity/paternity leave the option of taking their leave all at once, or returning for a few days a week to ease the transition. Employees that observe religious holidays that do not coincide with federal or national holiday designations are encouraged to take leave to observe them. All employees are granted bereavement leave if a family member or loved-one passes. The congressman has employed two people with longterm illnesses in the office, allowing them to take time off as necessary for medical appointments. Employees are guaranteed their positions at the same salary when they return from medical leave.

We also offer flexible schedules for employees working on their education. We currently employ three staffers who are pursing degrees or advanced degrees and some work varying hours to accommodate night classes. A management-level employee recently took six weeks off to study abroad in Germany.

The congressman has also enabled staffers to take time off to serve the military and guarantees them the same position and salary after their return. One staffer served in the National Guard; another currently serves in the Coast Guard. When these staffers have to take military leave, other employees step up to cover their responsibilities.

We also promote both on- and off-campus learning. We sent an employee who worked hard but had trouble communicating to a 3-day Dale Carnegie Seminar on assertiveness. We encourage our speech writer to find opportunities to hone her craft.

We have an annual staff retreat with an outside facilitator to improve teamwork and inter-office relationships. Our retreat dinners typically include a theme (for example, each staffer might read an excerpt of their favorite book and explain why it moved them or we make a CD of everyone's favorite song and how it relates to their job). The retreat helps us bond as a team. One challenge we often encounter as congressional chiefs of staff is placing staffers in silos based on their expertise, whether it be Social Security, press, military legislation, etc. The retreat reconnects us to our mutual goal of serving citizens and promotes information-sharing, which leads to improved service to our constituents.

All of these opportunities for staff present some issues for the office, but when the culture is one of teamwork and we are all in this together, staff seem happy to help out a fellow employee.

#### How did you develop your workflex policies?

I worked for the congressman when he was county executive for eight years and the staff structure was a traditional, top-down hierarchy. This type of organizational structure worked for me, but I quickly found that younger people on our congressional staff were looking for a better work-life balance. They also don't want to be tied to a desk.

At first, I was nervous. Is staff going to take advantage? Will they be able to make good judgments when there is a gray area? I have been astounded at

the ability of staff to make solid decisions that ultimately benefit the office as well as their own personal lives. I've learned that employees take tasks more seriously when they can manage their own time. Understanding what challenges our colleagues are dealing with in their personal lives allows us to set more realistic expectations as to when a project may be completed and how they may communicate with us.

As long as the congressman gets what he needs in a timely fashion (which, of course, they all understand) the flexible policies are successful.

#### Any advice for other offices as they consider modifying their employment practices to provide more flexibility to staff?

I think it is important to start with small steps and build to larger ones. I also think it is imperative to ask people what they want. You can always say "no" or meet staff in the middle. You can also implement change on a trial basis.

Don't assume you know what motivates people. Some of our staff want flexibility in their work schedule, some want more pay, some want to be publicly acknowledged for the work they do. By communicating with employees, I can make decisions that make sense for the office but also for their personal lives.

# **Congressional Q&A**

Susan Wheeler, Chief of Staff-DC, Senator Mike Crapo (R-ID)

Susan Wheeler is a 20-year-veteran of Capitol Hill. Starting as a press secretary in the House of Representatives, she now serves as Chief of Staff-DC for Sen. Mike Crapo. Sen. Crapo recently received the 2012 Best of Congress Award from Corporate Voices for Working Families/Working Mother Media, which recognizes lawmakers who actively promote familyfriendly legislation as well as flexible workplace policies for their congressional staff.

#### Why is workplace flexibility a priority for your office?

The senator makes his family a priority so it flows from the top. In our office, family and life issues have come up with various staffers, and our Member has been amenable to finding solutions to those. Most often, the requests have stemmed from some kind of family issue but it's important to note they are not always family-related.

#### How did you develop your workflex policies?

When I was a new chief of staff, I sat down with other chiefs to talk about best practices in their offices. Since it's up to each office to decide what policies they want to implement, there were a wide range of possibilities. It was clear that some chiefs were managing in a way that resulted in negative responses. Staff were unhappy or they only did exactly what was asked of them and nothing more. Other chiefs were more flexible, whether with their recess hours or dress code.

I also sat down with staff individually to find out what was working for them and what was not. I asked them, "Are you getting all the resources you need? Are you getting along with your fellow staffers? Are you experiencing any problems or challenges that we should address?" For example, one staffer told me that he was working several hours each weekend from home because he was anxious about all the workload that he was carrying. We worked out a solution where his workweek would be shortened by whatever hours he worked on the weekend. This only lasted a couple weeks, because by giving him the opportunity to have his anxiety recognized, and working with him to address it, it ended up removing his anxiety. It helps to talk about the issue and take it seriously.

#### As a manager, what are the benefits to having familyfriendly or more flexible policies in place for your staff?

The easiest benefit to point to is that we have been able to retain staff for longer tenures, which means we have a lot of institutional memory and experience. I've been here for 20 years, beginning when Sen. Crapo was a congressman in the House. Our legislative assistants are averaging 4-5 years, some of our administrative and support staff worked for our predecessors, and we have state staff that have been with us for 10+ years.

A specific example is that we had one staffer who left after six years to be a stay-at-home mom. Later she decided that she'd like to work part-time, and we had an opening that worked for part-time. She worked for us for another 7-8 years, rather than leave outright because we were flexible. We've had staff with child care issues and we looked at that issue in a way that helped them, usually by being flexible on their hours. We've found that the employee has performed as well if not better than if they were working regular hours.

#### Any advice for other offices as they consider modifying their employment practices to provide more flexibility to staff?

Often we manage by the clock, but the way we operate now with technology, this shouldn't be the case. I go home with a BlackBerry and I'm checking e-mails throughout the times when I am out of the office, and often so are my staff. Staff need to be available for the senator—that's part of what you sign on for when dealing with legislation—but we also need to consider the staff. Is it fair? Do we need to make some sort of compensation for them? Do they feel they've been recognized for their hard work?

Also, we don't want people to feel that they're punching the clock to demonstrate their value. Sometimes you might work six hours a day, and the next might be 10. We try to accommodate this flexibility in both D.C. and in the state so that all staff is considered. Being flexible and open to alternate arrangements is one of the biggest stumbling blocks to work through as a manager, because I think a lot of offices are afraid of being burned by their staff.

We approach it this way: both sides want to be treated fairly and not be taken advantage of. We pay attention to work hours to make sure that we are being fair, and that on their end, employees are still being productive. We know that staff may have to take care of personal items during work hours because sometimes that is the only time they have available. We allow staff flexibility in when they take their breaks or lunch so that they can utilize this time for personal needs. As long as they don't abuse it, the policy works well for all.

# **About the Research**

#### Methodology

**Congressional Staff** | 10,983 employees in House and Senate personal offices were contacted to participate in the congressional staff survey. A total of 1,432 responses were received, yielding a response rate of 15%. Of these respondents, 72% were employed in the House of Representatives; 28% worked in the U.S. Senate; 55% were employed by Democrats; 43% worked for Republicans; 2% worked for Independents. The congressional staff survey was in the field August 8 – October 4, 2011.

#### **Notations**

**Analysis:** Throughout this report, conventional statistical methods are used to determine if observed differences are statistically significant (i.e., there is a small likelihood that the differences occurred by chance). When presenting data from the overall survey results, findings are discussed, in some cases, even if they are not statistically significant. In some cases, the data are not depicted in corresponding tables/figures even though the results are statistically significant. Additional analyses by location, chamber and position category were conducted.

- Location: Washington, D.C., office, district or state office, and those staff who split time evenly between both locations.
- Chamber: U.S. House of Representatives and U.S. Senate.
- Position category: Management, Policy/Legislative/Research, Press/ Communications, Administrative/Support and District/State (job titles within each category are outlined on page 36).

**Figures/Tables:** Unless otherwise noted in a specific figure or table, the following are applicable to data depicted throughout this report.

• Percentages for a question may not total 100% due to rounding.

• Percentages for a question may not total 100% if some answers are excluded.

**Generalization of Results:** As with any research, readers should exercise caution when generalizing results and take individual circumstances and experiences into consideration when making decisions based on these data. While we are confident in this research, it is prudent to understand that the results presented in this survey report are only truly representative of the survey respondents.

**Number of Respondents:** The number of respondents (indicated by "n" in figures and tables) varies from table to table and figure to figure because some respondents did not answer all of the questions. Individuals may not have responded to a question on the survey because the question or some of its parts were not applicable or because the requested data were unavailable. This also accounts for the varying number of responses within each table or figure.

**Confidence Level and Margin of Error:** A confidence level and margin of error give readers some measure of how much they can rely on survey responses to represent all congressional staff. Given the level of response to the survey, SHRM Research is 95% confident that responses given by participating congressional staff can be applied to all congressional staff, in general, with a margin of error of approximately 2%. For example, 79% of the responding congressional staff reported that overall office culture was very important for congressional staff's job satisfaction. With a 2% margin of error, the reader can be 95% certain that between 77% and 81% of congressional staff job satisfaction. It is important to know that as the sample size decreases, the margin of error increases.

## **About the Respondents**

## **Congressional Staff**

Management Positions	
	9%
Chief of Staff	4%
Deputy Chief of Staff/Administrative Director	2%
Office Manager	3%
Policy/Legislative/Research Positions	23%
Legislative Director	4%
Counsel (Chief/General/Legislative)	1%
Senior Legislative Assistant	4%
Legislative Assistant	9%
Legislative Correspondent	4%
Special Advisor	1%
Press/Communications Positions	7%
Communications Director	3%
Press Secretary	2%
Deputy Communications Director/Press Secretary	2%
Administrative and Support Positions	11%
Executive Assistant	2%
Scheduler	3%
Systems Administrator	1%
Correspondence Manager/Mailroom Supervisor	1%
Receptionist/Staff Assistant	4%
State & District Positions	50%
State Director	1%
District Director	5%
Regional Director	2%
State/District Scheduler	1%
Caseworker Supervisor/Constituent Services Director	8%
Caseworker/Constituent Services Representative	15%
Field Representative	11%
State/District Office Manager	1%
Projects/Grants Director	2%
State/District Receptionist/Staff Assistant	2%

#### **Years in Current Position**

0 to 2	53%
3 to 5	19%
6 to 10	12%
11 to 15	5%
16 to 20	2%
21 to 25	1%
26+	8%
(n = 1358)	

Years in Congress	
0 to 2	36%
3 to 5	21%
6 to 10	17%
11 to 15	9%
16 to 20	4%
21 to 25	2%
26+	10%
(n = 1351)	

## Age

Millennials (born 1981 and after)	37%
Generation X (born 1965-1980)	30%
Baby Boomers (born 1945-1964)	30%
Veterans (born before 1945)	4%
(n = 1337)	

## Race/Ethnicity

Native American	0%
Asian or Asian-American	1%
Black/African-American	7%
Hispanic or Latino	6%
Middle Eastern	0%
White	80%
Mixed Race/Ethnicity	2%
Other	2%
(n = 1030)	

Gender	
Male	39%
Female	61%
(n = 980)	

## **Marital Status**

Married, living with spouse	49%
Widowed	2%
Divorced	8%
Separated	1%
Single, never married	38%
Domestic partnership	2%
(n = 994)	

## **Care Giving Responsibilities**

None	64%
Childcare responsibilities for child (children)	19%
Eldercare responsibilities for individual(s)	7%
Childcare and eldercare responsibilities	5%
Other care giving responsibilities	5%
(n = 1023)	

## **Chamber of Congress**

House of Representatives	72%
Senate	28%
(n = 1033)	

## **Office Location**

Washington, D.C., office	38%
District or State office	61%
Split time evenly between both locations	1%
(n = 1034)	

## **Primary Office**

Representative's/Senator's personal office	92%
Full committee	1%
Subcommittee	0%
Leadership	0%
Institutional Support (e.g., Sergeant at Arms, CAO, Legislative Counsel)	0%
Legislative Branch Support (e.g., CBO, LOC, AOC)	0%
Other	7%
(n = 1038)	

## **Employment Status**

Full-time employee	95%
Part-time employee	4%
Temporary employee	0%
Shared employee	0%
(n = 962)	

## **Political Party of Member/Senator**

Democrat	55%
Republican	43%
Independent	2%
(n = 942)	

	_	
Gender of	Mamhar	(Constar

Male	81%
Female	19%
(n = 938)	

# Most Recent Election Margin of Member/Senator

1% or lower	2%
2%	2%
3%	2%
4%	3%
5% or higher	74%
Don't know	16%
Not applicable	2%
(n = 944)	

## Number of People You Supervise

None	47%
1 to 3	28%
4 to 10	17%
11 to 22	7%
23 or more	1%
(n = 1026)	

Annual Salary	
Less than \$10,000	0%
\$10,000 - \$19,000	2%
\$20,000 - \$29,000	5%
\$30,000 - \$39,000	22%
\$40,000 - \$49,000	22%
\$50,000 - \$59,000	14%
\$60,000 - \$69,000	8%
\$70,000 - \$79,000	6%
\$80,000 - \$89,000	6%
\$90,000 - \$99,000	4%
\$100,000 - \$109,000	4%
\$110,000 - \$119,000	2%
\$120,000 - \$129,000	1%
\$130,000 - \$139,000	1%
\$140,000 - \$149,000	1%
\$150,000 - \$159,000	1%
\$160,000 or more	2%
(n = 1022)	

## **Educational Attainment**

High School Diploma or less	2%
Some college	11%
Associate's degree	4%
Bachelor's degree	54%
Master's degree	22%
Law degree	6%
Doctorate degree	1%
(n = 1029)	

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